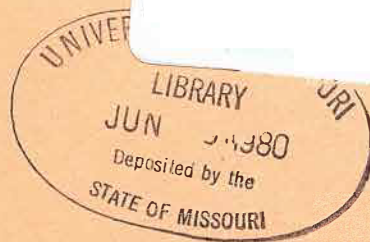
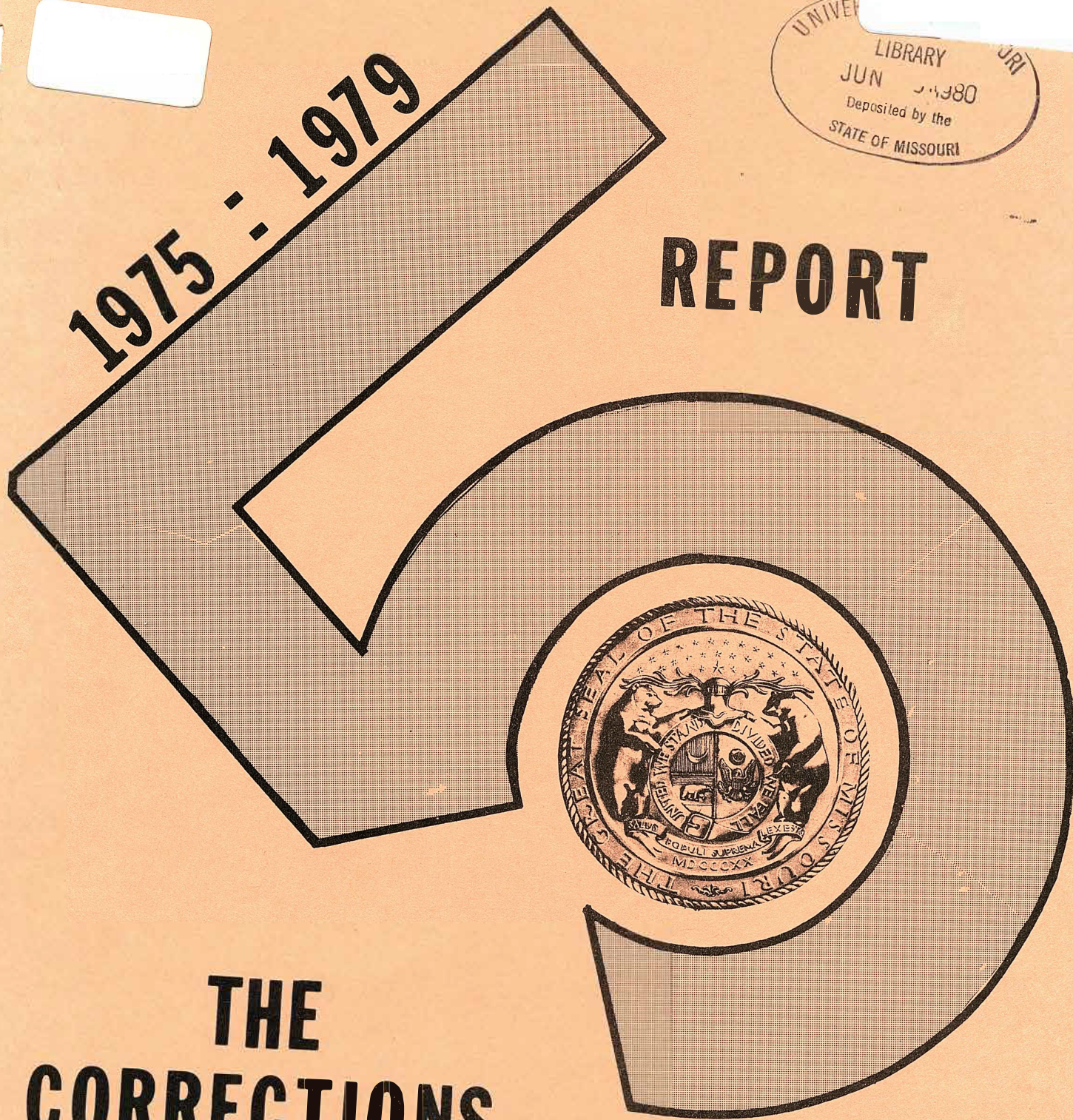


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1975 - 1979



REPORT



**THE
CORRECTIONS
CITIZENS ADVISORY COMMITTEE**

CITIZENS' ADVISORY COMMITTEE MEMBERS

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The five year report was prepared by the members of the Citizens' Advisory Committee to reflect their opinion of the Missouri Division of Corrections operation for the period of 1975 through 1979. This report does not necessarily reflect the opinion or philosophy of the Division of Corrections or the Department of Social Services.

FIVE YEAR REPORT OF THE
CITIZENS' ADVISORY COMMITTEE
MISSOURI DIVISION OF CORRECTIONS

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INTRODUCTION

The Citizens' Advisory Committee to the Missouri Division of Corrections was established in January 1975 by Dr. George Camp, then Director of Corrections, as a part of the Division's Community Services program and of an effort "to open the prison doors to the citizens of the community". The committee is composed of nine citizens from throughout the state. It is non-statutory, purely advisory in nature and exists at the pleasure of the Director of Corrections.

After some fifty meetings and periodic inspections of the various institutions in the Missouri Division of Corrections, it seems appropriate that the committee should make public a report on its activities, findings and recommendations during the past five years. Due to the bulk of material to be covered, this report will be largely summary in nature.

GENERAL CONCLUSIONS

It is the consensus of the committee that the Missouri Division of Corrections is, on the whole, a well-run division of state government which is making uneven, but nonetheless discernible, progress toward its goal: "to improve public safety by returning prior offenders to society as successful and productive citizens". This is being accomplished in spite of rapidly mounting prison population and, more significantly, in spite of gross underfunding which has a detrimental effect upon staffing, program development and every facet of criminal corrections in Missouri.

The overcrowding has been so severe that at least one major riot has been statistically predictable for the past several years. It is to the credit of the administration and the entire staff that such an occurrence has been avoided. With presently planned and partially funded expansion of facilities, the situation should ease in the future.

There has also been some improvement in the level of funding. In 1975, Missouri ranked 50th among the 50 states in the percentage of gross income spent on criminal corrections. Today Missouri ranks 41. We still have a long way to go.

MAJOR DEVELOPMENTS

There have been a number of major developments within the Division during the life of the committee. Some of these are:

1. The opening, and later closing, of six Community Service Centers for ex-offenders,
2. The transfer of female inmates from Tipton to the co-correctional institution at the Renz Correctional Center,

3. The establishment of pre-release honor centers in St. Louis and Kansas City,

4. The decision to build a new medium security institution in the St. Louis area,

5. The passage of the new Criminal Code, which went into effect January 1, 1979.

Far more significant than any of these outward events has been the continuation of a gradual change begun by Dr. Camp's predecessor, Fred Wilkinson, from a system focused on punishment toward a system grounded in human decency. During the first years of this committee's existence there were frequent rumors, complaints and public allegations of brutality within the system. Some of these were included in letters or personal statements to members of this committee and, on at least three occasions, the allegations were later substantiated. Members continue to receive complaints from prisoners, generally concerning administrative decisions, staff weakness and program inadequacy. Rumors and complaints of brutality have become rare exceptions.

This is not to say that all is love and sunshine within Missouri's state prisons but that, in our opinion, deliberate physical abuse, long condemned by the administration, has all but disappeared. Furthermore, to varying degrees within the several institutions, a humane attitude and positive behavior reinforcement has taken its place.

MISSOURI STATE PENITENTIARY FOR MEN

The oldest and largest prison in the state, the Missouri State Penitentiary was for many years Missouri's only prison. Today it is but one of nine institutions under the supervision of the Missouri Division of Corrections and houses approximately two fifths of Missouri's total prison population.

Established in 1836, the Missouri State Penitentiary stands on a 48 acre plot in Jefferson City, not far from the Governor's Mansion and separated only by a high stone wall from a fine residential area. The present complex of buildings was not planned but grew as the need grew from its original capacity of 40 men to a high of over 4,300 in 1936. Until the middle of the 1960's, the Missouri State Penitentiary was commonly recognized as one of the worst prisons in the United States.

There have been many improvements at the Missouri State Penitentiary in the last fifteen years, but problems of site, size and age remain, as well as problems engendered by the type of inmates housed there.

The multi-leveled riverside plot on which the prison stands requires 15 guard towers to assure perimeter security. Since this security must be maintained 24 hours a day seven days a week, it takes 75 officers who might otherwise be involved in constructive programs just to man the towers. Although every inch of space is utilized and most housing units are inappropriately many-storied, there is very limited space for recreation and other programs for the 2,000 plus inmates.

The overcrowding of the past has largely been eliminated, but even a population of 2,000 is four times the maximum population recommended for any institution by correctional authorities. Such a number virtually guarantees that inmates will be treated as numbers rather than as individuals and makes it extremely difficult for the administration to stay on top of everything that is going on.

Some new construction and renovation is underway at the Missouri State Penitentiary and maintenance is generally good. Most housing units date from an era when prison architecture was oriented toward punishment rather than human habitation and there is a limit to what can be done to upgrade these tiers of small ugly cells.

Besides its physical limitations, the Missouri State Penitentiary has problems because it is the only maximum security prison in Missouri. The worst offenders go there and problem inmates from other institutions are sent back there. Many other inmates, who might profit from living in a more therapeutic environment, are housed at the Missouri State Penitentiary because the length of their sentences makes them escape risks.

The prison is a rough, tough place and the staff is inadequate in numbers and in training to prevent the stronger inmates from preying upon the weak by extortion, brutality and homosexual rape.

With this kind of population, the emphasis at the Missouri State Penitentiary is upon custody rather than programs. A man who is looking forward to 25 years of incarceration doesn't have much incentive to try to become "a productive and useful citizen". For the sake of his own sanity, his most realistic option is usually to adjust to prison life and just do his time. Because prison life is an inside out society-lacking in freedom, responsibility, privacy, heterosexuality and other attributes of a free society-this process is not a rehabilitative one. As a rule of thumb, the longer a man has been in prison, even as a "model prisoner", the harder it is for him, upon release, to make a successful readjustment in the community.

It is understandable that the limited resources of the Division are not concentrated upon programs at the Missouri State Penitentiary. A highly motivated inmate can keep himself occupied. About 25 percent work in prison industry. One sixth are involved in educational and vocational training programs including well over 100 taking college courses through Lincoln University. Recreational facilities have recently been enlarged and improved and there are 16 approved inmate organizations.

In an anachronism dating from its days as Missouri's only prison, the Missouri State Penitentiary houses, in an inappropriate and particularly unpleasant facility, the Classification Unit where all inmates are held before being assigned to the various institutions. The only prison hospital is also behind the walls. The Classification Unit should be moved out of the Penitentiary. A new unit, providing maximum security but otherwise designed around its testing and orientation functions, should be established.

Warden Don Wyrick is to be commended for keeping to a minimum incidents of violence at the Missouri State Penitentiary. A tough man in a tough job, he has earned the respect of the staff and many of the inmates and will be difficult to replace when he retires.

MISSOURI TRAINING CENTER FOR MEN

The Missouri Training Center for Men at Moberly is the second largest institution in the Missouri Correctional System. With a program capacity of 900, it already houses over 1,000 men and construction is underway for another 70 man unit. The Missouri Training Center for Men is also the second most secure of the institutions, housing many men who are considered maximum security risks, although it is technically a medium security institution.

Superintendent Carl White is held in high regard by other correctional officials, and this committee has been impressed with most aspects of the operation at Moberly. Casework teams housed in the several housing units allow the sparse counseling staff to work

with the inmates with some degree of closeness. An honor dorm located in the administration building, provides selected inmates with an opportunity to learn self-reliance. The recreation program is excellent and valiant efforts have been made to improve the educational program and to expand work opportunities to provide worthwhile activities for most inmates.

But its large size and small town location causes problems for the Missouri Training Center as it is difficult to find sufficient qualified employees in the area. In an institution with a population of over 1,100 red tape, rather than the human touch, inevitably is the rule of the day. As the population has risen and included more difficult inmates, many of the problems of the Missouri State Penitentiary have appeared in embryo at the Missouri Training Center for Men.

It is not logistically possible to substantially reduce the population of the Missouri Training Center in the near future; the Missouri State Penitentiary takes precedence. When the Pacific prison is completed, some progress in this direction should be possible.

MISSOURI INTERMEDIATE REFORMATORY

This committee has seen more fundamental changes at the Intermediate Reformatory, where young first offenders are held, than at any other institution operated by the Missouri Division of Corrections.

On our first visit to the Intermediate Reformatory in April 1975, the sullen expression of the young men incarcerated there was enough to tell even the uninitiated that something was drastically wrong. The institution, although attractive physically, appeared to be operated more like a military institution than a reformatory, with limited program, autocratic rule and an orientation toward punishment rather than rehabilitation. We were not surprised to learn that 65% of those serving time in other Missouri prisons had previously served at the Intermediate Reformatory.

Nor was it surprising that the only major disturbance, which we are aware has taken place during our tenure, occurred at the Intermediate Reformatory two months before our first visit. The committee received allegations of excessive brutality in the handling of the incident. After several false starts, a thorough investigation was made which corroborated some of the allegations, and disciplinary action was taken against several of the officers involved.

Six months later, a new superintendent, David Blackwell, now Director of Corrections, instituted a new regime, a treatment oriented system designed to encourage responsible behavior on the part of the inmates. Under this system, the institution is organized into small, functional units which allow close association of inmates and officers and the provision of ongoing counseling.

Change has not taken place without difficulties due to the sparsity of funds, the volatile nature of many of the young inmates and the reluctance of some officers trained under the old regime to change their ways. But the results speak for themselves. There has been a dramatic reduction in all conduct violations, and four out of 10 dorms are now honor dorms where inmates are largely responsible for their own behavior. The Intermediate Reformatory is no longer primarily a training ground for life in prison. It is an institution where the young offender is given some hope and help in restructuring his life toward useful citizenship.

A word should be added about the Osage Expedition, an Outward Bound type of experience offered to small groups of selected inmates at the Intermediate Reformatory. In these wilderness adventures, sometimes conducted off the institution grounds, young offenders have the opportunity to meet the challenges of nature and learn cooperation, self-reliance and self-respect. The therapeutic values of this outstanding program are almost immeasurable.

CENTRAL MISSOURI CORRECTIONAL CENTER (CHURCH FARM)

This institution located on 3,000 fertile acres outside Jefferson City, is one of the oldest correctional facilities in Missouri. It was originally operated by and for the main penitentiary. For many years Church Farm has been totally neglected, a "stepchild" in the Division of Corrections, just as the Division has been a stepchild in state government. It consistently received insufficient funding for personnel, equipment, maintenance and programs.

On early visits, this committee noted the inadequate heat, hot water, sanitary facilities and privacy in the 50 man dormitories. Some areas of the deteriorated buildings were unfurnished and unused and all programs and services were minimal. Aside from farm work, the inmates had little or nothing to do.

In spite of these appalling inadequacies, while some apathy and frustration was apparent among the inmates, they expressed little real dissatisfaction and no anger. That this was so is a compliment to the staff of Church Farm.

Within the last two or three years, some improvements have been made, including desperately needed repairs to buildings and equipment. Food and medical services have been upgraded and recreational and educational programs somewhat expanded.

Now state and federal funds have been made available for renovation and upgrading of the entire institution. The main building complex is to become a medium security facility and a 200 man minimum security facility will be added elsewhere on the grounds.

With these improvements and a new superintendent, it appears that Church Farm-renamed the Central Missouri Correctional Center-has

finally been adopted into the Division's family. It is imperative that funds for sufficient personnel for programs as well as custody be made available.

FORDLAND HONOR CAMP

Fordland Honor Cmap, with a capacity of 185, is located 25 miles east of Springfield. The camp was established in 1961 on the site of a former Air Force Radar Base, well before the concept of pre-release programming. It is the only minimum security facility which is not integrated into this program. Well behaved inmates, including some needing a safer environment, are sent there from other institutions.

Besides taking part in work, vocational training and educational programs, including college courses within the institution, many inmates go out on work release or to work in crews on state owned land. Inmates also man the only fire department in the area.

This committee has visited Fordland, the most isolated of the states correctional facilities, only once, in 1977. At that time, although members were generally well impressed with the program, the physical facilities appeared quite run down and the administration inappropriately repressive for a minimum security institution.

Since then a number of physical improvements have been made, a new 200 man dormitory is presently under construction and scheduled for occupancy in the summer of 1980, the program somewhat enriched and a new superintendent appointed.

RENZ CORRECTIONAL CENTER

Women in correctional institutions have all of the problems of male inmates and many others besides. Some of these problems are caused by the simple fact that there are fewer female offenders and it is impossible to provide for them the variety of institutions and programs available to men. Some relate to their role as mothers; the great majority of female inmates leave young children on the outside. The cause of others, such as the higher incidence of drug abuse and other mental, emotional and physical problems among female inmates, is more difficult to pinpoint.

For many years, all female offenders were housed at Tipton, Missouri. The only visit this committee made to the women's facility at Tipton occurred in October 1975, shortly after an escaped inmate stabbed, almost fatally, then superintendent, Carolyn Atkins. At that time, the effects of the administrative chaos following the stabbing were still apparent, programs were minimal, and the majority of the women appeared slovenly and apathetic.

Already a few female offenders, on an experimental basis, had been transferred to the Renz Correctional Center, and in December 1976,

the entire female population was moved there. Renz is a co-correctional institution. A small number of carefully selected male inmates are housed separately but share many programs with the women.

The change in behavior and attitude of the women, after being moved to Renz, has been astounding. Almost without exception, they pay attention to their appearance, enter into programs with enthusiasm, complain less and cooperate more. The major credit for these improvements must be given to the humane administration of Superintendent William Turner and his staff. But the benefits of a more normal social atmosphere cannot be discounted. Men, as well as women, look, speak and behave in a more civilized manner when they are not isolated from the opposite sex.

Renz is basically a minimum security institution which cannot offer appropriate custody for all female inmates. The presence of some of the more serious offenders presents a constant danger to other inmates and staff as well as a threat to the public safety and has a deleterious effect upon many aspects of institutional life. The Director has requested funds for a new facility for women which could provide maximum and possibly medium security space to allow for more suitable planning for the varying needs of female inmates.

Before any new construction is begun, this committee recommends that a careful study of the needs of female inmates should be made and a phased plan for providing for these varying needs drawn up.

Ways of addressing some of the other particular problems for female inmates are also being sought. Future plans call for an examination of each new inmate by a psychiatrist from the Department of Mental Health.

This committee has recommended that the Department of Social Services coordinate a plan for emergency service to care for the children of incarcerated women, including the provision of ADC payments and food stamps, where needed by those caring for these children, without the usual red tape.

STATE CORRECTIONAL PRE-RELEASE CENTER

Pre-release programming, other than parole planning, was begun in Missouri, in a very small way, with the establishment in 1972 of a 12-man unit, for inmates within six weeks of release, in the basement of a Renz Farm dorm. Work release, a related program in which institutionalized inmates are allowed to work in the community, had started in several institutions previously, and has since been largely incorporated into the pre-release program.

When female inmates were transferred to the Renz Correctional Center, the pre-release program was moved to Tipton. It has since been expanded into the major urban areas, with the 1978 opening of honor centers in St. Louis and Kansas City.

The expansion and strengthening of the pre-release program is the single most creative and forward looking improvement that has taken place in adult corrections in Missouri, since the appointment of this committee. The significant moment in the life of the criminal is not, as the public generally believes, when the jail door closes upon him, but rather when it opens and he returns to the community. A carefully planned and coordinated release program, beginning well in advance of release, is the most essential ingredient in a successful criminal justice system.

Members of this committee were somewhat concerned that the pre-release program was moved from Renz (on the outskirts of Jefferson City) to the more isolated location at Tipton. However, the enlightened administration of the former Superintendent, George Lombardi, now Superintendent at the Intermediate Reformatory, has more than compensated for the isolation. During three visits, this committee has been impressed with the desirability for all offenders to reside in a small, minimum security facility, where a relationship of mutual respect between staff and residents is possible.

Employment preparation, emphasizing attitude and motivation above skills training, is an essential part of the program. Other treatment programs such as drug counseling and group therapy are also available. But the key ingredient is getting and holding a job.

The Division should continue to develop the facilities and staff necessary to provide a phased release program for every inmate.

HONOR CENTERS

Honor centers, the final step in the pre-release program, were opened in leased facilities in St. Louis in May 1978 and Kansas City in June 1978. This committee has visited these centers and was impressed with the program at both facilities.

St. Mary's Honor Center in St. Louis opened in the face of vocal opposition from nearby residents. The immediate success of the center is indicated by the fact that the Southside Coalition Crime Commission, which led the protest, is now working with the center to enlist neighborhood assistance for programs for the residents.

Formerly a nursing home, St. Mary's is well suited to its present use, both in structure and location, a midtown non-residential area close to public transportation.

Ka-Cee opened without opposition in an old hotel in Kansas City and is also convenient to public transportation, but was in need of renovation. This committee was impressed with the amount of renovation which had already been done at the time of our visit.

The program is approximately the same at both centers. Residents come to the honor centers from the State Correctional Pre-Release Center. After a three week orientation period, they go on work

release. They bring packed lunches but are responsible for their own transportation and can work anywhere in the urban area, so long as it is in Missouri. Paychecks are mailed directly to the Division where 25% is withheld for room and board, another 25% is frozen to be given to the resident upon release, and the rest put in a spending account. The centers have been extremely successful in finding employment for the residents, 80% of whom are normally working in the community. Residents may also visit with family and friends and make use of some urban educational and vocational resources. This far-sighted program is a giant step forward in preparing offenders for successful re-entry into the community. This committee recommends that similar small honor centers be established in appropriate locations throughout Missouri so that virtually all inmates can be released through phased pre-release programs.

COMMUNITY PROGRAMS

Probation and Parole, the supervision of convicted offenders within the community, has long been a well established and professionally run program in Missouri with a good record considering the degree to which, like the rest of criminal corrections in Missouri, it has been acutely under-funded and under-staffed.

Probation, in which the offender never leaves the community, is largely outside the purview of this committee. We have long been concerned that parole, the supervised release of incarcerated offenders, be better coordinated with the institutional program. Although both agencies are in the Department of Social Services and are part of the same process, the two programs are separately administered.

Cooperation between the two programs has increased in recent years. It will be all the more important when under the new Criminal Code, all offenders are released under parole supervision, that every effort be made to reach mutual understanding and agreement so that the release program can function effectively as it moves from the institution into the community. It is also vital to continue the ongoing effort to coordinate state programs with those of halfway houses, or community treatment centers, which are privately operated in Missouri.

In 1975, in an attempt to provide services to ex-offenders who were released without parole supervision, six Community Service Centers were opened throughout Missouri, largely funded by a federal grant. These centers had some success in obtaining employment and meeting other needs of released offenders, but since use of the centers was voluntary, they were often under-utilized by those who most needed their services. With the termination of federal funding in 1977, they were gradually phased out.

Some of the functions of the centers have been taken over by the urban honor centers or by other local and federally funded programs.

The Correctional program in Missouri could establish a stronger identity, would probably receive more consideration for adequate funding, eliminate at least one level of bureaucracy and could function more smoothly and effectively under a separate Department of Corrections. This committee recommends that such a Department be established. Until that time, the committee recommends that the Department of Social Services coordinate pre-release and parole planning so that the program can function effectively, without overburdening either division, as it moves from the institution into the community.

INMATE GRIEVANCES

When this committee was formed in 1975, its primary duty was to help settle inmate grievances which had not been resolved at the institutional or divisional level. However, in the five years the committee has served, only a handful of grievances have been referred to the committee, none in the last two years.

To use the procedure, an inmate must first fill out an official form. The grievance is then heard by his classification team, which consists of a corrections officer, a caseworker and a supervisor. If the inmate disagrees with the findings of the team, he can appeal the decision to the superintendent of the institution. If he again disagrees, he can appeal to the Director of Corrections. The Director has the option of assigning the case to an assistant or to the Citizens' Advisory Committee. The committee's findings are not binding and the ultimate decision is left to the discretion of the Director.

There are several flaws in the procedure which may account, at least in part, for the sparsity of grievances reaching the committee:

1. Following the various steps of the procedure, simple as they may appear, requires more ability and tenacity than many inmates possess.
2. The procedure is time-consuming. In one case which did reach the committee, the inmate had already spent several months in administrative segregation for the alleged violation which he was appealing.
3. The inmate has no assurance that his grievance will reach the committee and no assurance that, if it does, the committee's recommendations will be followed.
4. Some inmates have indicated they were discouraged from appealing grievances to the committee, lest they make the institution look bad.

At one time, the committee studied all the grievances which reached the Director during a 30 day period. Almost without exception, they involved petty matters, as have most of the grievances which the committee has heard. Members of the committee agreed that it would have been a waste of time, in fact logistically impossible, for them to have heard any great number of these grievances.

The serious complaints which have reached the committee and its various members have almost always come outside the official grievance procedure. Nonetheless, an inmate grievance procedure, involving an outside review, can play a significant role in the prevention and resolution of conflicts in correctional institutions.

The present grievance procedure should be evaluated to eliminate some of its flaws and make it a more viable instrument. A study of successful grievance procedures in other states would be a helpful preliminary step.

DISCIPLINE AND THE CONTROL OF VIOLENCE

Discipline and the control of violence are major considerations in any correctional institution. When law breakers, including society's most violent members, are brought together in one limited system, there is bound to be a high potential for violence and the breakdown of discipline within that system. Even the most capable and enlightened administration cannot possibly prevent all such incidents.

Day to day discipline in the various institutions administered by the Missouri Division of Corrections is maintained through strict rules, strictly enforced. All except the honor centers have "Punitive Segregation" units in which inmates may be confined for up to 10 days for minor infractions such as being out of bounds or disobeying an officer. Confinement in these bare cells carries with it denial of all privileges, including smoking. However the former policy of limiting rations has been abolished and three full meals are served.

Except in cases which appear to present an immediate danger, an inmate is sent to punitive segregation only after review and approval of the punishment by his classification team.

Inmates in other institutions who repeatedly violate the rules or who commit a serious offense can be sent back to the Missouri State Penitentiary. Serious violators can be confined in administrative segregation indefinitely, although periodic review is required.

Some of the inmates in administrative segregation at the Missouri State Penitentiary are extremely dangerous persons who would present a constant danger to both staff and fellow inmates if allowed in the general population. But this system is subject to abuse and rumors of abuse.

Violence is also controlled by the removal of potential victims. Inmates at the Missouri State Penitentiary, Missouri Training Center and the Intermediate Reformatory may request transfer to the special treatment unit within each of these institutions if they believe it is dangerous for them to remain in the general population. Some are afraid of reprisal by street or prison enemies, but most go to the special treatment unit to avoid homosexual attack. Opportunities for constructive activity in the special treatment unit are extremely limited, although they have improved recently.

Another aspect of the control of violence is the use of force. Obviously, officers must be able to use the force necessary to get a dangerous, or potentially dangerous, situation under control. They are forbidden to use excessive force. But since, in a crisis, this is often an individual judgment, abuses may occur.

Some law breakers fit the public notion of the "vicious criminal" and society has not found a way to rehabilitate them although the aging process generally diminishes their more aggressive and violent

behavior. But most inmates respond very much like their free counterparts. If treated like animals, they react like animals. If treated like human beings, they react in a human way.

This committee has seen much improvement in the methods of maintaining discipline and controlling violence within the Missouri's adult correctional institutions. The decrease in major incidents at the Missouri State Penitentiary and the increase in acceptance of responsibility for their own behavior by the young offenders at the Intermediate Reformatory are testimony that a more humane attitude is effective.

The administration must remain ever vigilant that administrative segregation, the use of force and other factors involved in the control of violence are not abused and that those negative factors in prison life which are not necessary for the maintenance of discipline be eliminated.

At the same time, every effort must be made to continue the humanization of Missouri's adult correctional system by the further development of attitudes and establishment of programs which encourage mutual respect and foster the development of self-responsibility.

RACE RELATIONS

When this committee was appointed Missouri's correctional institutions had only recently been desegregated. Blatant racism was apparent in some of the institutions and even well meaning officers, mostly rural whites, had difficulty in understanding and dealing with the growing number of urban black inmates. There was periodic strife between black and white inmates and suspicion and resentment between the two groups was common.

We have seen the benefits of integration as the change in attitude on the part of the administration has gradually filtered down. A unit in human relations has been added to the employee training program. Above all, the experience of living and working in an integrated society has helped both employees and inmates to a greater understanding of, and ability to get along with, people of different backgrounds or color than their own.

However, even as in our own communities, the effects of centuries of systemized racism have not been totally eliminated in a few years. Voluntary separation by race tends to continue in many aspects of prison life, sometimes with the encouragement of staff. Some tensions still exist. Many black inmates, not altogether without reason, are inclined to believe they are still treated like second class citizens in our criminal justice system, found guilty more readily, given longer sentences and allowed less behavioral leeway in the institutions.

Although half the inmates in Missouri's correctional institutions

are black, only 6% of the staff is black. An affirmative action program has had little success in increasing the number of minority employees. Most of the institutions are located in rural or small town areas and few urban blacks can be persuaded to leave family, friends and familiar environment to seek and retain the low paying jobs which the division offers.

This committee has consistently urged the strengthening of the affirmative action program and further efforts to remove the vestiges of racism which remain within the system.

MENTAL HEALTH

It is impossible to say how many mentally ill persons there are in Missouri's institutions; it depends on where you draw the line. At any one time, there are only a handful who are obviously acutely ill, most of them at the Missouri State Penitentiary, where problem inmates of any type tend to be transferred. But it is conservatively estimated that at least a third have significant emotional or mental problems, and a majority of all inmates could benefit from some psychological treatment and/or counseling.

Acutely mentally ill inmates are transferred to Fulton State Hospital as soon as they can be admitted. Men are housed in the secure Biggs Building along with defendants who have been adjudged "criminally insane" (a legal, not a medical, judgment). There is no special provision for women, who must be housed in regular wards.

A major problem occurs because, as soon as the patients can be stabilized by medication, they are sent back to the Division of Corrections where, with the added stresses of prison life and lack of supervision of treatment, they often quickly revert to their prior condition. Further problems occur because correction officers are not trained to differentiate between those who are ill but claim not to be and those who are not ill but pretend to be.

Since its inception, this committee has been interested in improving mental health care and programs for inmates of Missouri's adult correctional system. At the time of our appointment, Missouri was rife with rumors of abuse and drug overdosage in the mental ward on the fifth floor of the prison hospital at the Missouri State Penitentiary. One of the first public statements made by the committee called for "more psychologists, sociologists and/or psychiatrists to aid in administering more professional care".

Early in 1976, following a visit in which shocking conditions were encountered, this committee recommended to the Director of Corrections that the Department of Mental Health be requested to make an inspection of the ward and recommend a more suitable program for the mentally ill offender.

In the fall of 1977, partially because of the concern of the committee, the House Committee on Public Institutions, under the

chairmanship of Representative Sue Shear, made a study of mental health care in the Division of Corrections. In December of that year, a joint meeting was held of Representatives of the House Committee, the Citizens' Advisory Committee, the Department of Mental Health and the Division of Corrections. Inspections were made of the Biggs Building at the Fulton State Hospital, where mentally ill prisoners are held, and of the ward at the Missouri State Penitentiary. This committee again urged that the Division of Corrections work with the Department of Mental Health in establishing an improved program for the care of mentally ill inmates.

In April 1978, at the urging of both the House Committee and this committee, the former Director of Corrections, Donald Jenkins requested that the Division of Mental Health conduct a study of the mental health needs of the Division and make recommendations for a suitable program.

The study has been made and the recommendations forwarded to the Director of Social Services. This committee knows of no concrete actions taken to implement it, although some in-house improvements have been made.

In the committee's most recent visit to the hospital mental ward, we were pleased to see that improvements had been made in the atmosphere of the ward. It had been thoroughly cleaned and redecorated and inmate aides, living full time in the ward, were available to give needed services, support and human understanding to the patients.

This committee has not seen the final recommendations of the Division of Mental Health. However, we recommend that the Division of Corrections and the Department of Mental Health continue to work together to develop and implement a program for therapeutic treatment of Missouri's mentally ill inmates.

The Director of Corrections plans a much larger mental ward in a new mid Missouri multi-level custody institution, if and when funds for it are appropriated. Much care must be taken that a mental ward in a prison treats patients as patients and not as inmates.

A secure ward, where mentally ill female offenders can be separated from other patients, is also needed.

DRUG ABUSE

While statistical estimates vary, correctional authorities agree that a substantial majority of all crimes are drug/alcohol abuse related. In a 1977 survey of Missouri's inmate population, 73.6 of those who responded reported a need for drug and/or alcohol abuse counseling. Eighty five percent said they used alcohol, and 66 per cent admitted using drugs. More than a third of the

men and fifty per cent of the women admitted using heroin.

Yet, until recently, there was no organized drug abuse program in Missouri's correctional institutions. There were several reasons for this: a lack of funding and trained personnel, the high failure rate of drug abuse programs and, probably also, a failure to face and accept responsibility for, the problem.

In the absence of official programs, the inmates have attempted to help themselves. There are chapters of Alcoholics Anonymous in every institution which, with the support of staff and community, have had moderate success. But inmate attempts at self help against drug abuse have received little community support and have been less successful.

A drug abuse program initiated a year ago was limited to drug education and offered little for the hardened users that fill our institutions. A new, federally funded program at the Central Missouri Corrections Center (Church Farm), which includes group therapy, a pre-release program, residential treatment and aftercare is a more realistic approach.

The problem of drug abuse is aggravated by drug traffic within the various institutions. In spite of careful precautions, strict rules and swift justice for breaking them, the traffic can never be fully eliminated. Visitors constantly find new and ingenious ways of bringing them in. The amount of money involved is a temptation to the underpaid employees. An inmate with enough money and/or clout can usually get drugs anytime he wants them.

This committee recognizes the tremendous difficulties involved in addressing the problem of drug abuse. The Division of Corrections can in itself do very little. But the link between crime and drug abuse is so strong every possible effort even to make a dent in the problem must be made. This committee believes it urgent that all policy makers work together to obtain the funds and develop the expertise necessary to reduce drug abuse and thus to reduce crime in Missouri.

EDUCATION

The average inmate in Missouri's adult correctional institutions is a 25 year old male of normal intelligence who dropped out of school in the 10th grade and functions at a seventh grade level. Almost two-thirds are 25 or younger. The provision of educational opportunities for this youthful and under-educated population is a vital ingredient of correctional programming.

At the time of this writing, every institution except St. Mary's Honor Center, offers some kind of education. The major institutions offer a variety of courses including: basic education, high school (GED), vocational training and college.

Education is the core of the program at the Intermediate Reformatory where virtually all of the young inmates are involved in some kind of academic or vocational training program. The school and library have recently been expanded and a new emphasis placed upon individualized instruction.

Broad educational opportunities are also offered at the Missouri Training Center where the main thrust for this somewhat older population is toward the development of vocational skills.

One out of fifty inmates in Missouri is functionally illiterate, and the greatest total number of inmates are involved in basic education. At the other end of the spectrum, hundreds are taking college courses at the Missouri State Penitentiary, Missouri Training Center for Men, Intermediate Reformatory and the Central Missouri Correctional Center.

That only about one third of all inmates are normally taking some kind of educational course is not altogether from lack of opportunity. Many of the inmates had a very negative experience in school and have no desire to return to the school room. Even motivated inmates may be hesitant to give up the comparatively high stipend (up to \$60 a month) paid for work and industrial assignments for the minimum allotment (\$7.50 per month) given to students, since these are the only funds many of them may have to cover all personal needs. Cash is not allowed in the institutions. Transactions are handled with coupons.

This committee has recommended that consideration be given to making the Division of Corrections a Special School District, as has been done advantageously in a number of other states. While there would be some problems involved in making the changeover, in the long run such a move should raise standards and bring a higher level of state and federal funding into the educational programs.

PRISON INDUSTRIES

There are industrial programs at the Missouri State Penitentiary, Missouri Training Center and the Renz Correctional Center; and farm programs at the Renz Correctional Center, Central Missouri Correctional Center and the Intermediate Reformatory. The purpose of these industries is two-fold: to provide employment for inmates while they are incarcerated and to train them in occupations which may be useful when they return to the community.

This committee has inspected the industries, and seen something of the farm programs, but their chief citizen oversight is made by the Industrial Advisory Board, one member of which also serves on this committee.

Prison industries include a metal plant, dry cleaning plant and factories for making soap, furniture, clothing and gloves, all at the Missouri State Penitentiary. The Missouri Training Center for

Men has a metal work shop, a printing and book repair shop and a laundry. Service centers for quick print and data entry have recently been established at the Renz Correctional Center and several new programs will soon be in operation at the Central Missouri Correctional Center.

The development of a five year license plate has had a devastating effect on the availability of employment in the metal plant at the Missouri State Penitentiary. Other products which can be manufactured on the punch presses which make the plates are being sought.

The main problem preventing the expansion of prison industry is a Missouri statute restricting the sale of prison services and prison made products to government agencies. There could be a significant addition to constructive inmate programs, if the statute were repealed and prison industries were allowed to sell on the open market and to other state governments.

INMATE ORGANIZATIONS

All but the smallest institutions in the Missouri Correctional System have a number of inmate organizations, mostly chapters of national organizations dedicated to some aspect of personal or social improvements. This committee has met with representatives of these organizations at all of the major institutions. Some, like the Jaycees and Alcoholics Anonymous have a long history of positive accomplishment and generally receive institutional and community support. Others, such as the NAACP, Transactional Analysis, Lifers Inc., Big Brothers, and the self-help drug groups mentioned previously have had more difficulty.

Many of these groups are unable to find a staff sponsor or outside supporters or even a place to hold regular meetings. The newer groups, all of which must pay their own expenses are often unable to obtain administrative approval for fund raising activities. Some of these difficulties may be caused by questionable motivation or lack of organizational skills on the part of the inmates. Strong inmate organizations (and strong individual inmates as well) can represent a threat to the administration of possible inmate control within the institution. This is a valid concern. Some of the worst prisons in history have been those controlled by inmates. But this concern should not be used as an excuse to ignore the real needs of most inmate organizations and the beneficial role they play in institutional life. They sponsor worthwhile activities, sometimes including humanizing contacts with the free community. They encourage mutual support and concern among their members. And they offer inmates a rare opportunity to identify with a benevolent cause and work for a positive goal.

Further efforts should be made to provide suitable meeting places and staff support for legitimate inmate organizations and to help the inmates obtain community support and involvement.

VOLUNTEERS

The members of the Citizens' Advisory Committee, with their special right and responsibility to inspect every area of Missouri's correctional institutions, hold a somewhat unique position among the citizen volunteers who visit Missouri's prisons. But several members of the committee have a long association with the volunteer program, and all of us have much in common with others who visit and correspond with inmates. Consequently, the Committee has taken a continuing interest in the role of volunteers.

The administration has for some time officially approved and encouraged the use of properly screened, trained, and supervised volunteers to increase the services to inmates, and it is to the credit of Missouri's citizens that hundreds of dedicated men and women take part. But, particularly in the more secure institutions, there are sometimes roadblocks, red tape, misunderstandings, or obscure rules that interfere with the work of the volunteers.

This Committee has, from time to time, offered help with particular problems involving volunteers or volunteer groups. Last year we turned down a request that we coordinate and supervise all volunteer groups, feeling this responsibility had to be assumed by staff. There has been no response to our offer to help write a rule book for volunteers.

Volunteers perform a valuable function, which could never be filled by staff even if they were available. Often the only person who cares about an individual offender, the volunteer serves as an inspiration and role model, as well as performing more practical services.

It is vital to the volunteer program for the Division of Corrections to view the volunteer as a most valuable asset, and for this viewpoint to prevail throughout the Division from the Director through all levels in all the institutions. A positive attitude toward a comprehensive volunteer program should be developed during the training of every Correctional Officer and particularly every person in management positions. The volunteer should be viewed as part of the institutional team.

There needs to be stronger recruitment of volunteers at the institutional level, speedy processing of applications, as well as rapid completion of training and certification. There is an effective Coordinator of Volunteers at the divisional level who, among other duties, recruits volunteers and provides six hours of training. The presence of such a Coordinator is very important. (Some institutions are providing an additional two hours of training.) Unfortunately, no institution has a full-time Coordinator of Volunteers, and in most institutions this duty is added to other demanding duties of someone in middle management or assigned to some other employee who carries it as a minority

responsibility among other duties. The Institutional Coordinators need to be exceptionally able, since they will work with a corp of volunteers which includes many exceptionally able people. Ideally, the Coordinator would report directly to the Superintendent or Warden. We commend the highly favorable climate for volunteers which has been developed at the Renz Correctional Center.

The committee recommends:

1. A higher level of commitment to a comprehensive volunteer program in all the institutions, particularly commitment at the institutional management level.
2. A highly qualified Coordinator of Volunteers in all institutions, this being a full-time position at the Missouri State Penitentiary, and being classified as an important responsibility in all the institutions.
3. More attention to recruitment of qualified volunteers at the institutional level to meet the needs of the institutions.
4. A division-wide system whereby volunteers may move from one institution to another with less red tape in securing certification at the second institution.

OVER POPULATION - INSTITUTIONAL EXPANSION

Throughout the life of this committee, correctional officials have been racing to keep up with the burgeoning inmate population. Sometimes they have been forced to double up on present facilities, putting two or three inmates into a cell designed for one, as in the past at the Missouri State Penitentiary, or setting up dormitories in unsuitable buildings, as at the Renz Correctional Center. At other times they have resorted to questionable expansion of existing institutions, such as that at Moberly, which is already well over the optimum size for any correctional facility.

But sometimes they have been able to coordinate physical expansion with programmatic improvements. Such is the case in the establishment of the honor centers, already described. Such will be the case when the Missouri Eastern Correctional Center at Pacific is ready for occupancy.

Forty per cent of the persons incarcerated in Missouri come from the St. Louis area and will eventually return there. Housing them nearby will facilitate the employment of correctional officers who can more easily relate to urban offenders and offer better maintenance of family ties as well as offering the obvious urban advantages of availability of employment and greater vocational, educational and psychological resources.

Plans for another new medium security institution in the Kansas

City area have been put aside, at least temporarily. The Director will seek funding for a multi-functional facility in mid-Missouri.

There is no question that the Division needs better facilities for women, the mentally ill and newly sentenced offenders. There is some doubt that putting them all in the same institution is the most appropriate solution.

The problem of overpopulation and the need for expansion will never end as long as extremely long sentences - the longest in the free world - continue to be the vogue in Missouri, and throughout the United States. The public must be protected for as long as is necessary from the small number of dangerous criminals who have no respect or concern for other human beings. But criminal justice experts agree that most offenders have an optimum chance of "returning to the community as useful and productive citizens" if they return, through a strong release program, after a shorter experience, or no experience at all, of the abnormalities endemic to prison life.

The leadership of all areas of criminal justice: courts, police and corrections, the legal community and other policy makers in Missouri should work together to develop more community treatment programs and other viable alternatives to incarceration for the control of crime.

If, in the future, total inmate population can be sufficiently reduced, the population at the Missouri Training Center should be cut to a more therapeutic size, and the ancient and ill-planned monstrosity that serves as Missouri's maximum security institution should be phased out.

LEGISLATION AND BUDGET

As this committee has become familiar with the programs and institutions of the Missouri Division of Corrections, members have increased their role as advocates of legislative changes and budgetary increases sought by the Division, making calls, writing letters, and appearing at hearings to support the legitimate needs of adult criminal corrections in Missouri.

A 1977 proposal to update correctional statutes to meet the requirements of state reorganization, a workable plan to meet the needs of divisional organization, program flexibility, inflation and current correctional philosophy did not pass. A 1979 proposal to create a separate Department of Corrections was also turned down. But committee members have, perhaps, been helpful in obtaining some minor legislative changes and reasonable budgetary increases.

Don Jenkins, former Director of Corrections, made a particular effort to keep the committee up to date on budgetary and legislative needs. We note that he was also particularly successful

in obtaining those changes and increases needed by the Division.

The Missouri Division of Corrections is now seeking to come into compliance with the accreditation standards of the American Correctional Association. When evaluated two years ago, the Division was not in compliance with approximately one fourth of the standards, most of them involving written policies. Compliance with these, and others involving planning and evaluation, can probably be attained without legislative change or budgetary increase. But others, involving physical plant, equipment, staff training and salary may require legislation and/or budget increases.

This committee is entirely supportive of making all improvements necessary in order that the Missouri Division of Corrections be accredited by the American Correctional Association.

After a preliminary review, the committee also supports the Division's budget requests for the next fiscal year, particularly those which would allow some increase in staff salaries.

The day is long since over when correctional institutions could be staffed by untrained guards whose only duty was to maintain custody. Much more is expected of today's correctional officers and social services employees; and constant efforts are being made to further upgrade both recruiting and training. Salaries must be upgraded too if they are to give proper compensation for the difficult job these men and women are expected to perform under the stressful conditions of a correctional institution.

CITIZENS' ADVISORY COMMITTEE

Originally entitled the "Citizens' Review Committee", this committee was established primarily to consider inmate grievances. Due to the sparsity of official inmate grievances reaching the committee, and to the evolution of other interests and responsibilities, in 1976 the name was changed to the "Citizens' Advisory Committee".

Since then we have operated under a number of different rules and guidelines. At present, committee responsibilities include, besides the consideration of inmate grievance; participation in the review of issues facing the Division of Corrections, making recommendations for the resolution of divisional and institutional problems, suggesting needed program services, providing the public and the General Assembly with information on proposed correctional legislation and performing any other tasks mutually agreed upon by the Director of Corrections and the members of the committee.

We believe this committee has been helpful in the ongoing effort of the Division to improve criminal corrections in Missouri. In the beginning, there were a number of problems in the relationship between members of the committee officers and employees of the Division. Some of these were due to misunderstanding or thoughtless action on the part of members of the committee. Others were due

to the natural reluctance of professionals, particularly those who are accustomed to operate outside the public eye, to share fully with lay citizens.

These problems have sometimes been aggravated by changes in personnel which necessitated the establishment of new relationships. And there has been honest disagreement on the degree to which the committee represents the community rather than the Division, and the need for the committee to remain free to criticize, as well as to support, in order to maintain public credibility.

However this relationship has, on the whole, improved over the years. All concerned appear to be endeavoring to reach that fully open communication which is the necessary basis for mutual understanding and respect.

We believe the committee serves an important function as a bridge between the community and a facet of government which, by its nature, is normally hidden from public view. Statutory provision for a Citizens' Advisory Committee has twice been included in legislation proposed by the Division of Corrections. We endorse this proposal.

RECOMMENDATIONS

1. The Classification Unit should be removed from the Missouri State Penitentiary and a new unit, providing maximum security but otherwise designed around its testing and orientation functions, should be established.
2. Funds for sufficient personnel for program as well as custody should be made available at the Central Missouri Correctional Center (Church Farm).
3. Before any new construction is begun, a careful study of the needs of female inmates should be made and a phased plan for providing for these varying needs drawn up.
4. The Department of Social Services should coordinate a plan for emergency service to care for the children of incarcerated women, including the provision of ADC and food stamps, where needed by those caring for these children, without the usual red tape.
5. The Division should continue to develop the facilities and staff necessary to provide a phased pre-release program for every inmate.
6. Small honor centers should be established in appropriate locations throughout Missouri.
7. The Division of Corrections and the Division of Probation and Parole should be separated from the Department of Social Services and coordinated in a separate department.
8. Meanwhile, the Department of Social Services should coordinate pre-release and parole planning so that the program can function effectively, without overburdening either Division, as it moves from the institution into the community.
9. A study of successful inmate grievance procedures in other states should be made as a preliminary step toward the revision of Missouri's inmate grievance procedure to make it a more viable instrument.
10. Vigilance must be maintained so that Administrative Segregation and the use of force and other factors involved in the control of violence are not abused.
11. The negative factors in institutional life which are not necessary for the maintenance of discipline should be eliminated.
12. The humanization of Missouri's adult correctional center should be continued by the further development of attitudes and establishment of programs which encourage mutual respect and foster the development of self responsibility.
13. The Affirmative Action program should be strengthened and further efforts made to eliminate the vestiges of racism in Missouri's criminal justice system.
14. The Division of Corrections and the Department of Mental Health should continue to work together to develop and implement a program for therapeutic treatment of Missouri's mentally ill inmates.

15. Care must be taken that correctional mental wards treat patients as patients rather than as inmates.
16. A secure ward where mentally ill female inmates can be separated from other patients should be established.
17. Policy makers throughout Missouri should work together to obtain the funds and develop the expertise necessary to reduce drug abuse and thus reduce crime in Missouri.
18. A professionally developed drug abuse program should be added to each institution.
19. Serious consideration should be given to making the Division of Corrections a Special School District.
20. The law restricting the sale of prison-made products only to government agencies should be repealed.
21. Further efforts should be made to provide suitable meeting places and staff support for legitimate inmate organizations and to help inmates obtain community support and involvement.
22. A volunteer rule book, clearly stating all the rules and guidelines which representatives of the community must follow in visiting the various institutions and in relating to inmates, should be published and made readily available.
23. A higher level of commitment to a comprehensive volunteer program in all the institutions, particularly commitment at the institutional management level, is needed.
24. There should be a highly qualified Coordinator of Volunteers in all institutions, this being a full-time position at the Missouri State Penitentiary, and being classified as an important responsibility in all institutions.
25. Give more attention to recruitment of qualified volunteers at the institutional level to meet the need of the institution.
26. Develop a division-wide system whereby volunteers may move from one institution to another with less red tape in securing certification at the second institution.
27. The leadership in all areas of criminal justice: courts, police and corrections, the legal community and other policy makers in Missouri should work together to develop more community treatment programs, and other viable alternatives to incarceration for the control of crime.
28. As a reduction in total inmate population allows, the population at the Missouri Training Center for Men should be cut to a more therapeutic size and the use of the Missouri State Penitentiary phased out.
29. The budget requests of the Division of Corrections should be met, particularly those allowing some increase in staff salaries.
30. This committee is entirely supportive of making all improvements necessary in order that the Missouri Division of Corrections be accredited by the American Correctional Association.

31. Salaries for correctional employees should be upgraded to give proper compensation for the difficult job these men and women do under the stressful conditions of a prison.
32. The Citizens' Advisory Committee should be made statutory.

